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FBIS-0181/87  
14 September 1987

MEMORANDUM FOR: Deputy Director for Science and Technology

FROM:

[Redacted]

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Director, Foreign Broadcast Information Service

SUBJECT:

FBIS Strategic Plan

[Redacted]

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1. Attached herewith are five copies of the FBIS Strategic Plan. While tangible results may not be evident, the amount of dialogue that took place in preparing this plan was extremely useful to not only myself, but I believe for the other senior managers in FBIS. The exercise afforded the opportunity to redefine our missions/goals and to air out differences of opinion. [Redacted]

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2. I hope that the Board of Directors as a part of the November offsite have an opportunity to critique this process. I believe, with slight modifications, we will all find it to be a useful annual exercise. [Redacted]

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[Redacted]

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Attachments:

FBIS Strategic Plan

[Redacted]

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14 September 1987

**FBIS STRATEGIC PLAN**

The following material represents the FBIS strategic plan for FY-1988 through FY-1995. In preparing this plan, certain basic assumptions that were developed in response to the DDS&T spring offsite meeting were retained. Similarly, the DDS&T guidance provided in the Directorate Strategic Plan was followed where applicable. At the time of the DDS&T offsite, FBIS had charted a course through the mid-90s which called for minimal, if any, growth in funds or positions. At the same time, FBIS noted that there did not appear to be any major strategic issue that would affect that outlook. In preparing this strategic plan, the FBIS management team looked again at those factors that could change the way FBIS does business in the future. These factors are discussed in the following paragraphs and the strategic position that FBIS proposes to take is identified. After that, the plan for addressing those issues identified at the DDS&T spring conference is discussed, followed by a series of strategic goals with specific milestones. For the purpose of completeness a short narrative on the near-term issues of FY-88 through 90 is also provided.

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### I. Strategic Mission Assessment

In examining the FBIS mission, an evaluation of the current mission was performed and a projection of the future mission was developed. In general, the office's assessment of its ability to execute its mission as a service of common concern is positive. FBIS believes it is clearly addressing DDS&T objectives outlined in the Directorate Strategic Plan, and notes in connection with Third World targets that FBIS is already providing a high volume of reporting on a timely basis. Clearly, this political intelligence along with other HUMINT reporting can be used as the basis for retargeting, for contingency coverage and/or sustained coverage, by major signals or imagery collectors. Furthermore, while FBIS believes more must be done, its aggressive--at times perhaps abrasive--attempts to recruit, retain, and reward linguists are seen as directly supporting Directorate goals. Also, HUMINT Committee tasking documents continue to give FBIS high marks in covering Intelligence Community concerns. Similarly, surveys of DI analysts have provided a positive measure of the value of the FBIS product and the effectiveness with which the office conducts its mission.

What can be said at this time is that increased collection requirements in some regions outstrip FBIS' abilities on a number of fronts. The Community, through the formal tasking mechanism, will be required--as with signals and imagery--to make hard choices about priorities of media coverage.

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A second component of the evaluation of current effectiveness was the view provided by senior FBIS management. Each business area manager was asked to develop a list of businesses/activities/projects. Then each senior manager in FBIS was requested to rank those items. These rankings will be found in the attached FBIS business area evaluation.

With that assessment in hand, FBIS then attempted to look ahead and identify major strategic mission changes. The two issues that seemed to dominate most of the dialogue involved the definition of "open source" as applied to FBIS and the relationship of FBIS to the proposed Open Source Information Exchange. The definition issue was identified, first, because of outyear resource constraints and, second, the steady but certain evolution of FBIS over the years (see chart 5). Additionally, because the Intelligence Community perceives gaps in its acquisition of open source information and because many of the traditional handlers of open source material have not been particularly aggressive, the Community has turned to FBIS, seen by most as the prime collector and producer of open source intelligence, to fill some of those gaps. At the same time, NSA has been attempting to become a recognized player in the open source community by exploiting commercial data bases and offering to be "keeper" of the collected information. The issue facing FBIS was whether or not to jump into the Community-wide open source collection gaps in areas beyond the more conventional FBIS mission.

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It is the FBIS view, considering the strict guidance and the challenges facing the office through the period of concern, that it is not in a position to extend the scope of its collection to new categories of sources. While this view is based on a number of factors, it is painfully clear that at least until FY-92 FBIS will be preoccupied with its modernization program. Through that period, FBIS will be busy "running to stay current."

Out of this study came a few suggestions concerning extending coverage, especially in time of crises, beyond the current perimeters of our overseas bureaus with the aid of other elements of the Intelligence Community which have access where FBIS does not. FBIS believes that in certain situations these elements could provide a useful collection function, with FBIS providing the processing and dissemination. FBIS will explore the possibilities with those elements.

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In summary, strategically FBIS does not believe that there will be major perturbations in its mission nor will there be a requirement to redesign its business definition to extend management responsibilities to OSIX. The conclusion is that the strategic view examined at the DDS&T spring offsite is still valid and that FBIS must, therefore, "get on" with a plan to address the many management and the very modest budget issues that face it.

## II. Management/Budget Issues

At the time of the spring S&T meeting, FBIS identified a number of issues through the 5-to-10-year time span. It highlighted issues involving the completion, management, and optimization of the modernized FBIS; the information explosion; the demographic changes affecting staff and foreign national employees; the unresolved questions about the ultimate use of television in the Intelligence Community; the continuing difficulty of recruiting and retaining linguists in the non-Romance languages; and the ability to staff FBIS adequately during the period. While these were projected at the meeting as issues that would require attention later on, there was no attempt to present a plan for addressing them, nor was credit claimed for progress already made on some of them. It is noteworthy, however, that the past year has been one of tremendous progress in automation at FBIS. The unclassified segment is complete and in use and FBIS is in the process of automating its third and fourth

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field bureaus. The modernization program is not without its problems--most stemming from earlier cuts in projected budgets. Currently these

Strategically, therefore, FBIS' goal is to maintain the momentum of the modernization program, which could suffer if the funds projected in outyear budgets are not provided. (Specific goals and milestones for modernization are provided on chart 14 in the attached material.)

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As a contingency plan, in the event that the outyear funds are not made available, the Directorate may wish to consider declaring FOC on a program short of achieving its goals. While this would be disturbing to some, from a budget strategic standpoint it would remove the FBIS modernization from the category of ongoing initiatives and "roll" the operations and maintenance funds into the base budget. This decision does not have to be made right away, but ought to be considered in a year or so.

In connection with the information explosion issue identified earlier in the year, FBIS took a hard look at its mission projection as described in the previous section. We believe that "more" is not necessarily "better" and that if FBIS is to continue to provide a useful service to the Community it must do a better job in the future in selecting from the vast amounts of available information that which is of most interest to the Intelligence Community. This realization, along with the changing demographics at home and abroad, i.e., a less and less

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experienced work force, has caused FBIS to critically examine its personnel training procedures. Considerable progress has been made and will continue to be made in training new editors and linguists. Continued emphasis on area studies and familiarization with the automated system will continue. There is a problem, however, in training junior staff members in the supervisory skills they need overseas. The required first line supervision training provided by OTE is not available to many junior editors who in the field are required to manage foreign national monitorial staffs. OTE does not consider junior editors to be supervisors, because of their grades, and it lacks the capacity to enroll these lower graded individuals. FBIS, therefore, intends to establish in-house a supervision training program for its junior staff.

On the problem of recruiting and retaining linguists, FBIS will be working during FY-88 to encourage Agency support of legislation to establish university-level language incentive programs. While FBIS has established a language co-op program and has been working with the new college education program ("Stokes bill"), these steps are inadequate to meet the needs of the Agency through the decade of the 90s. Within the Agency, FBIS will be aggressively pursuing a linguist pay scale as a part of the Human Resource Task Force proposal and/or, if that fails, will try to establish a pay scale similar to the GSE/GSP wage scale. (Other specific strategic plans/goals and the associated milestones can be found on charts 14 and 15 of the attached briefing material.)

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FBIS believes the above items to be of critical importance to the DDS&T.

One FBIS strategic issue which will not be briefed at the strategic planning meeting is the general upgrading of positions. FBIS is a traditional, vertical organization that fits perfectly the PMCD model. Over time its sister organizations in the DS&T have upgraded at the SIS and at other senior levels many of their positions which in responsibility and authority compare with lower ranked positions in FBIS. Perhaps due to tradition or conservatism, only modest attempts have been made in the past to upgrade positions in FBIS. While it is clear that in the future career "success" cannot always be equated with moving up and ways must be found to stimulate people to continue to be productive while moving laterally in the organization, there is room in FBIS for the selective upgrading of positions and, therefore, upward mobility. With more than two dozen RF careerists on rotation, many of them expecting to enhance their competitiveness within FBIS as a result, FBIS management is going to have to work hard to reward and stimulate employees unable to progress to higher graded levels. This is of special concern with regard to the young people who achieve journeymen level after only a few years of Agency service.

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## **Agenda**

- **Strategic mission assessment**
  - **Strategic issues**
  - **Discussion**
  - **Impact**
- **Management/budget issues**
- **Strategic plan**
- **FY 1988 outlook**
- **Facilities tour**

## **Mission**

**The mission of FBIS is to perform, as a service of common concern on behalf of the Intelligence Community, the monitoring, processing, and analysis of information from foreign public information media**

## **EVALUATION METHOD**

- **Business Areas/Projects/Activities**
  - **Developed by Business Managers**
  - **Ranked by All Senior Managers**
- **Consumer View**
  - **IC HUMINT Tasking**
  - **Survey of Analysts**
  - **Constant Interaction**

# **Strategic Mission Assessment Strategic Issues**

- **Open source versus public media**
- **OSIX**

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Chart 4

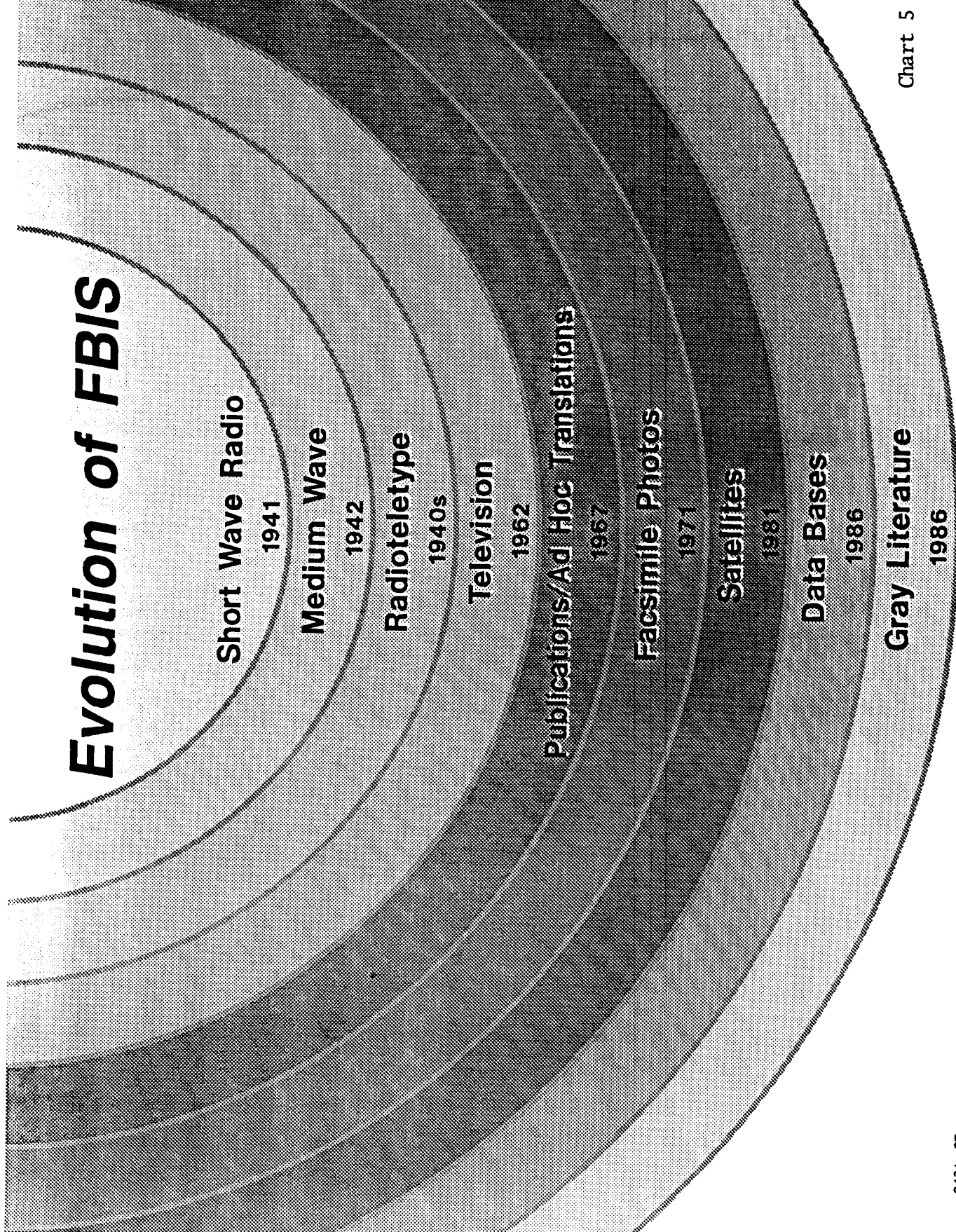


Chart 5



## **Open Source Issue**

- **Perceived collection gaps**
- **Traditional players not aggressive**
- **In some areas, NSA offensive**
- **IC turns to FBIS**

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Chart 6

# **Open Source Versus Public Media**

## **Community**

**"All things unclassified"**

## **FBIS**

**"Material intended for a public, conveyed by a medium  
of general distribution"**

## **Strategic Position**

- **Must run to stay current**
- **Challenges are many**
  - **Modernization**
  - **Caribbean, Hong Kong, Philippines**
  - **TV**
  - **Digital trends**
- **Do not extend scope of collection**
- **Work with other collectors to extend coverage zones in crises**

Chart 8

# **OPEN SOURCE INFORMATION EXCHANGE CONCEPT (OSIX)**

## **Centers to Support the Government User with Open Source Material**

- **On-line Databases, Hard-copy Holdings, Librarians**
- **Connections to Government Communications Networks**
- **Gateways to Commercial Data Bases**
- **Uniform Data Dictionaries and Other Standards Programs**

Chart 9

## **OSIX Issue**

- **New dimension to FBIS business**
- **Limited agency equities in near-term**
- **NSA waiting in wings**

## **Strategic Position**

- **Manage D&E and center for baseline**
- **Establish transition plan for OIT and OIR takeover**
- **Maintain involvement in center**

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Chart 11

## **Management/Budget Issues**

- **Completion, management and optimization of new system**
- **Information explosion**
- **Demographics shift**
  - **Staff**
  - **FNs**
- **Resolving TV use**
- **Linguists**
  - **Recruiting**
  - **Retaining**
- **Staffing**

Chart 12

## **Progress to Date**

- **Phase one of automation complete**
- **Took a hard look at outyear mission**
- **Office wide training enhanced**
- **Linguist issue being aggressively worked**
- **Staffing picture a little brighter**



# STRATEGIC PLAN/GOALS

- Maintain Momentum of Modernization
  - Classified Segment IOC CY 88
  - Bureau Automation IOC CY 90
  - Field Collection Upgrade IOC CY 92
  - Full System FOC CY 92
- Develop "Reversion" Plans by 1995
  - Hong Kong
  - Panama
- Develop In-House Management Training for Junior Staff - CY 89
- Strengthen Technical Training for FN's - CY 89
- Language
  - Encourage Agency Sponsorship of University Level Language Incentive Program - FY 88.
  - Review and Make Recommendations Relative to the Compensation for Linguists - CY 88.

Chart 14

# STRATEGIC PLAN/GOALS

CONTINUED

● OSIX

- Establish PMO FY 88
- Requirements DEF FY 89
- System DEF FY 90
- System DEV FY 90+

● JPRS

- P&PD Issue FY 88
- Timeline Improvements CY 88

● West European Issue

- Support CY 88
- System Concept CY 88

Chart 15

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# Modernization Planning

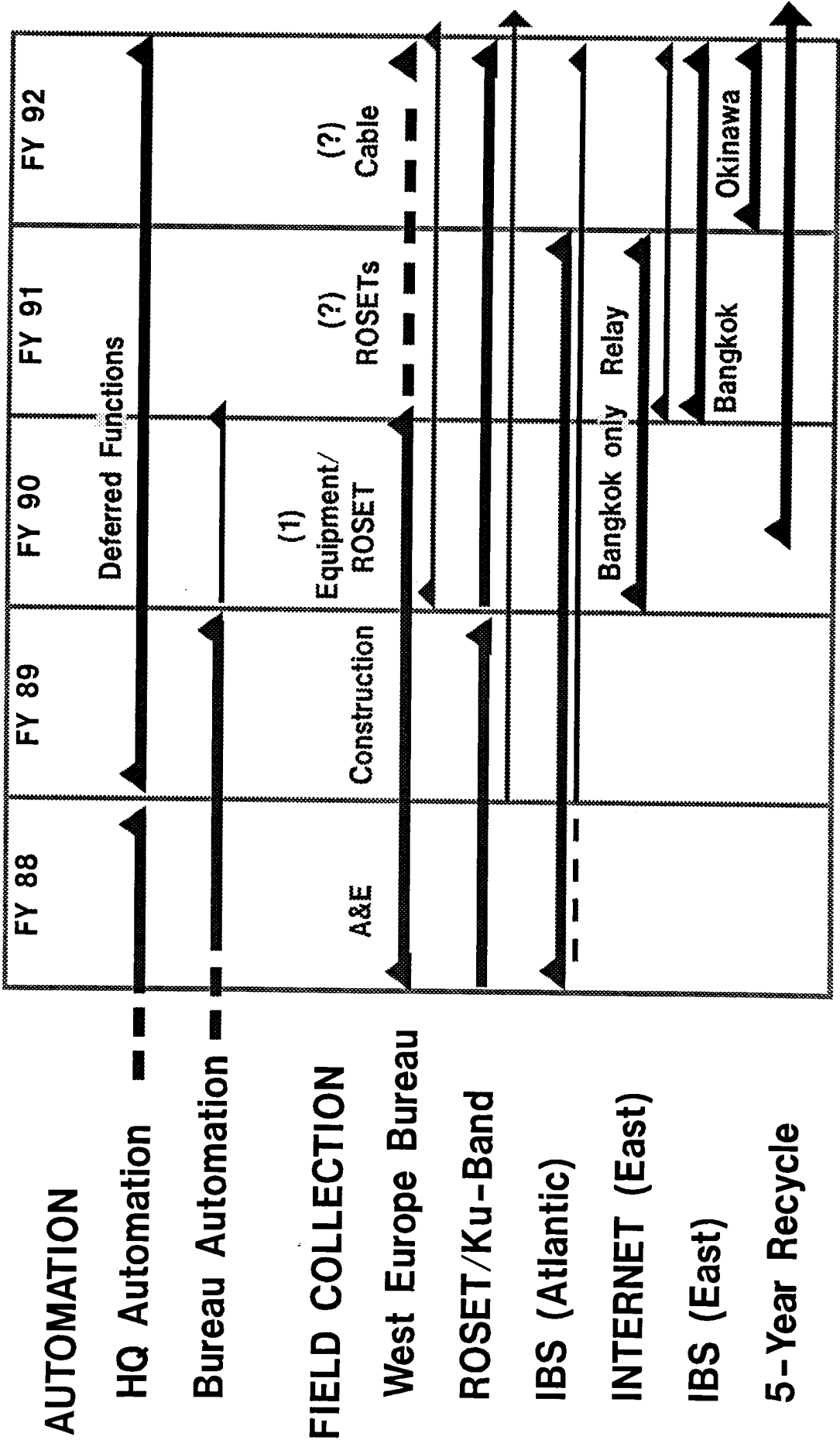


Chart 19

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## FBIS Business Area Evaluation

The following information addresses the factors outlined in the memorandum from the DDS&T to Office Directors dated 30 April 1987, Subj: Next Step in Strategic Planning.

I. Rank order of current and/or planned major programs/projects/activities/products within the four FBIS groups and the rationale for the ranking.

(Note on ranking process: The chiefs of each of the four groups were asked to consult with their managers to identify and rank their group's activities/projects. No constraints were placed on this process in terms of identifying precise "business" functions. Instead, those activities which they saw as being integral "things" were not subdivided. Also included were specific projects. Then each group chief was asked to rank each other's list. The resulting ranking below, compiled at the office level, represents the collective assessment of senior FBIS management at this time.)

A. Operations Group (collects foreign media information in the field and disseminates it)

1. Field bureau operations (fundamental part of office mission as service of common concern)

2. Daily Report, Wire Service operation (primary means of disseminating timely information; plans include strengthening of editorial training to ensure optimum operations in automated environment)

3. Automation of field bureaus (a major office effort to introduce automated text handling to improve service to consumers, linked to Headquarters automation)

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III. The product/service being provided and its potential.

FBIS is a major supplier of foreign affairs information to the U.S. Government, as well as to government contractors and academia. The FBIS stable of translators is the government's largest. The potential for improving information dissemination and retrieval services, in light of AFS and community interest in electronic access to FBIS material, appears good.

IV. Customers

A. Who are the customers?

The users of FBIS products and services are found in all corners of the U.S. Government, from the White House to consulates in Asia and military bases in Europe. They are watch officers. They are CIA analysts. They are desk officers at State. They are Pentagon strategists. They are arms control staffers. They are trade negotiators. They are counterterrorism specialists. Each product has a slightly different list of official customers.

B. Do they provide the funds?

Generally, no. With the exception of certain ad hoc translations, FBIS as a service of common concern provides, within its budget, products and services to all U.S. Government consumers who ask for them.

V. Five-year costs:

See attachment

VI. Risks

Risks include over-extending office in effort to keep up with growing requirements and information explosion; the dragging out over additional years of the FBIS Modernization Program; [redacted]

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VII. Shortfalls

Shortfalls include selected substantive staff positions and the base and modernization budget cutbacks projected for Fiscal 1989 and 1990.

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Possible fixes? Continued aggressive defense of requested funding levels would perhaps solve budget problem.

VIII. NA

IX. Competition now and in the future

No direct competition for the principal service of common concern performed by FBIS;

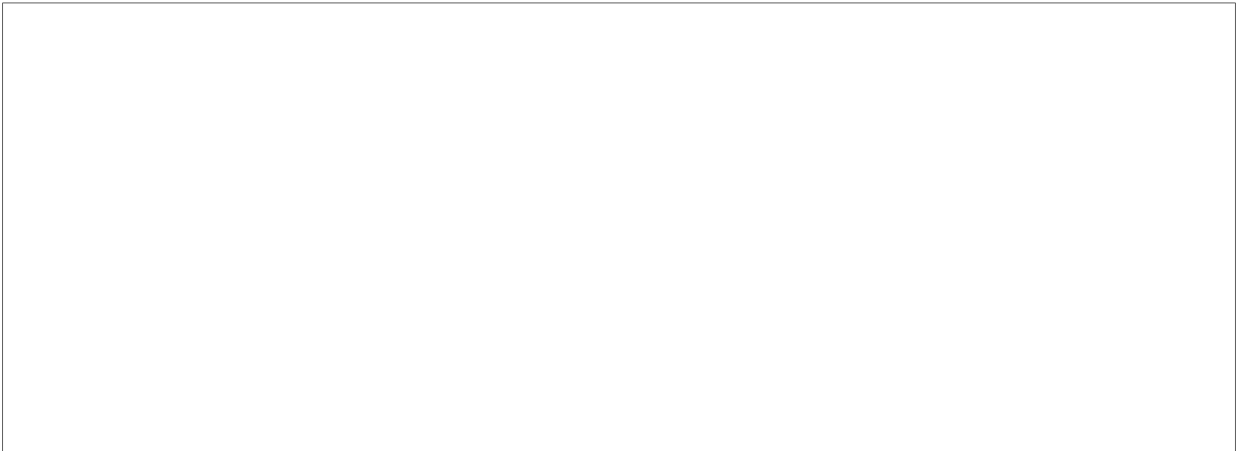
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X. Political considerations

Unchanged. Overt presence overseas always subject to political whim of host.

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